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COUNTRY PROGRAMMES AND MID-TERM REVIEWS

Mid-term review of the fourth country programme for Cape Verde

Report of the Administrator

SUMMARY

The fourth country programme for Cape Verde, initially covering the period January 1992 to December 1996, was approved by the Governing Council at its thirty-eighth session (1991), with a total indicative planning figure of $7,218,000. The programme was reviewed at the mid-term review meeting held in Praia in November 1993. The review concluded that the programme continued to be relevant to Cape Verde's priorities. In order to bring the country programme period into harmony with the programming cycles of other agencies of the United Nations system, it was decided that it should end a year earlier, namely at the end of 1995.

In an attempt to sharpen the focus and enhance the impact of the programme, the meeting suggested reducing the number of objectives from five to four. This would help to strengthen the internal coherence of the subprogrammes, while bringing them into line with the priority goals of the Government. To achieve this, emphasis would be put on preparation of framework programmes and gradual introduction of the programme approach. Another major decision of the meeting was that government international cooperation mechanisms should be used to the best advantage so as to improve programme execution, secure substantial management and effective follow-up of the programme, enhance its quality and facilitate government takeover of the programme.

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I. INTRODUCTION

1. On 11 November 1993, the Government of the Republic of Cape Verde and UNDP held the main mid-term review meeting for the fourth country programme, 1992-1996.

2. The meeting was the culmination of a process initiated in March 1993, when the Government and UNDP jointly decided to go ahead with a mid-term review of the fourth programme to see whether its priorities and objectives were still in keeping with government goals and to make any course corrections that might be required to bring them into line. This decision was in harmony with Governing Council decision 92/28 dated 26 May 1992.

3. The process continued in April 1993 with the recruitment of two independent consultants to prepare, on behalf of the two parties, a paper analysing the design and implementation of the programme and including recommendations for the future. The mission was carried out in May and June 1993. It included a review of all the documentation considered pertinent for the exercise (policy papers, project evaluation report and tripartite meeting reports) and consultation of all government officials and departments involved to one degree or another in the programme and of UNDP personnel, project heads, United Nations agencies and multilateral and bilateral organizations represented in Cape Verde.

4. The report on the mission was submitted in July 1993 to all partners directly or indirectly involved in the programme. In the light of the comments expressed by some of those who received the report, including the Regional Bureau for Africa (RBA), and on the basis of its own analysis, the UNDP office in Praia in October 1993 put together an issue paper on the status of the programme. The issue paper, together with the comments of the Bureau project appraisal committee and the mission report, constituted the core documentation for the main meeting on 11 November 1993.

5. The meeting was co-chaired by the Director-General for International Cooperation of Cape Verde and by the Head of the Bureau's Division IV. Representatives of the principal government ministries and technical agencies attended, along with representatives of all the agencies of the United Nations system represented locally. The agenda adopted and discussed at the meeting was based largely on the guidelines of the Bureau for Programme Policy and Evaluation and the recommendations of the project appraisal committee. It also took into account the Government's major concerns and hence covered the most significant aspects of the programme. Before taking up the various items on the agenda, the meeting, in order to improve its understanding of the specific context in which the review was taking place, took note of the information provided by the head of the UNDP delegation concerning ongoing and future changes at UNDP, involving not only its structure, but also its principles and methods of intervention.

II. PROGRAMME EVALUATION

A. Relevance of the programme

6. The fourth country programme was approved by the Governing Council in June 1991. It was designed around the guidelines adopted by the Government as the basis for the third national development plan (1991-1995), while also taking into account the priority themes defined by the Governing Council for the 1992-1996 programming cycle.

7. The programme was divided into three main areas (subprogrammes) on which development efforts were meant to focus:

(a) Capability to carry out the economic adjustment by improving the efficiency of the administration, strengthening national planning and management capacity and creating an environment favourable to the development of private investment in strategic production sectors (commerce, tourism, industry);

(b) Development of human resources by strengthening national planning and management capacity in the field of education and by defining and implementing an occupational training and employment policy; and

(c) Promotion of regional development and involvement of the population by strengthening institutions at the regional level, improving living conditions and promoting revenue-generating activities.

8. Taking up this first issue, the meeting felt that since the programme had been prepared in 1990 and approved in 1991, it had not benefited fully from the general debate on the programme approach, which culminated in 1992 with the adoption of General Assembly resolution 47/199 dated 22 December 1992. The division of the programme into three subprogrammes (or areas of concentration) could be viewed as an attempt at applying the programme approach. These three subprogrammes, created within the programme, did not correspond directly with any well-defined national programmes previously set up by the Government. Because of the lack of national programmes, the "projects list" formula was adopted to make the programme operational. While there was a certain undeniable logic in the way the projects were divided between the three subprogrammes, this had resulted in some fragmentation of programme efforts and further emphasized its financial limitations, particularly after the 25 per cent reduction in programmed resources.

9. Next, turning to an in-depth assessment of programme components in the light of the current economic and social context, the meeting concluded that, even though it had been drawn up before the final version of the third national development plan was elaborated (August 1992) and before the third round-table conference (October-November 1992), overall the objectives of the fourth programme were in line with the Government's main priorities.

10. The meeting recognized, however, that since then the new Government had confirmed its strategic choices and refocused some of its objectives:

(a) With regard to the first subprogramme, greater stress was laid on the need to strengthen national capacity to formulate and manage policies and programmes and on a more efficient, restructured public administration, private sector involvement and aid coordination;

(b) With regard to the second subprogramme, the Government put the emphasis, first, on achieving a reform of basic education and efficient management of the educational system as a whole and, second, on the need to establish a policy of maximizing human resources to ensure a close fit between training and jobs;

(c) With regard to the third subprogramme, the Government wished to ensure effective coordination, first of all, between the efforts of its various development partners, primarily through the elaboration of a national decentralization plan. Next, it would strive to involve the local population in development activities, one of the essential components of its strategy to fight poverty.

11. In addition, recognizing the Government's growing concern with environmental issues and noting that some activities had already been initiated under the programme, the meeting decided to create a fourth subprogramme - "Management of natural resources and the environment". The backbone of the subprogramme would be the "Strategic Staff" project of the United Nations Sudano-Sahelian Office (UNSO), designed to build national capacity in the environmental area. The project would also help the Government to prepare its national environmental plan, which was to be the subject of a sectoral consultation in 1994, with the support and participation of UNSO, the World Bank and the Food and Agriculture Organization of the United Nations (FAO).

B. State of implementation of the programme

12. Consideration of the progress made in each of the subprogrammes led the meeting to the finding that, overall, the state of implementation of the programme was not satisfactory. The meeting concluded that there were three major reasons for the situation:

(a) For Cape Verde 1991-1992 had been a period of transition, and of setting up new institutions and appointing new officials. It had not been a particularly propitious time for implementing new initiatives. The period had been largely taken up with the efforts of the new Government to finalize the third national development plan and to mobilize resources for its execution (third Round Table conference of donors);

(b) UNDP and its national partner, the Office of the Secretary of State for Foreign Affairs and International Cooperation (SEAECI), had long persisted in adhering to the list of projects jointly prepared when the programme was first formulated. Each of those projects had been budgeted on the basis of the indicative planning figure (IPF) initially available. After the 25 per cent reduction in IPF, it had been difficult to choose which projects should be financed first;

(c) During the first phase of the programme UNDP, the Ministry of Foreign Affairs and the International Cooperation Service (MAE/DGCI) had devoted most of their efforts to day-to-day management of the programme. In future, better use of the possibilities of systematic dialogue with the ministries and other technical agencies of the Government would allow the programme to move forward more rapidly, while keeping the focus on the goals and priorities of the Government. In the case of the first subprogramme, greater emphasis would be put on building national capacity for managing the economy.

13. Of the three subprogrammes, only the first, having to do with economic management and public administration, had had a truly significant impact. The relative success in this sector was largely due to the favourable response of the Government, which wished to waste no time in giving a concrete demonstration of its determination to break with the old system of economic management and administration and to put in its place a real "development-oriented administration" serving a liberalized economy. Undeniably, the projects in this subsector, designed and formulated at the conclusion of the third programme, have contributed both to the progressive modernization of the public administration and to the establishment of a legal and institutional framework favourable to the development of strategic production sectors (industry, commerce, tourism).

14. The projects aimed at strategic production sectors had had a significant impact on national capacity-building. As in the case of the preparatory work on the third national plan and the third Round Table conference, it was the national staff, supported from time to time by international experts, who did the bulk of the work on the legal and technical studies carried out as part of those projects. These studies, whose high quality was noted by the United Nations agencies associated with the projects, were often used by the Government in defining its sectoral policies.

15. The "Management of the environment and of natural resources" component, which was included under the first subprogramme because it related to the larger concept of "sustainable development" and also for practical reasons, produced some positive results. They included:

(a) Technical and financial support for the Government to enable it to participate effectively in the United Nations Conference on Environment and Development;

(b) Preparation of the national master plan for water, in which many national technical personnel participated, under the supervision of the United Nations Department for Development Support and Management Services. This plan was the subject of a sectoral consultation in September 1993. Unfortunately, for a variety of reasons, for the most part related to preparation, the consultation did not achieve all that it should have. The Government intends, with the support of UNDP, to take further follow-up actions to promote this plan;

(c) The great achievements of the UNSO project in the S. Joao Baptista Valley, involving primarily agricultural water systems and basic infrastructure. The purpose of the project now is to raise awareness and organize the local

citizens so that they may eventually be able to carry out and manage project activities themselves. Attention should also be drawn in this connection to the recently approved "Strategic Staff" project financed by UNSO, which is designed primarily to develop an operational staff for planning, executing, monitoring and coordinating development activities related to exploitation of natural resources and the environment.

16. With regard to the second subprogramme, concerning human resources, the meeting noted that although discussions had begun with the Government in 1991, the results obtained to date were scanty. In the education sector, the project to strengthen the planning and management capacity of the Research and Planning Bureau of the Ministry of Education had recently been approved, and the Government had just finished putting in place the required national counterpart staff. Activities would soon start in earnest. Still on the subject of education, the meeting took note of the help provided by the United Nations Capital Development Fund in building eight schools on a number of the country's islands and the positive impact that the "school canteen" project, supported by the World Food Programme (WFP) had had on the school attendance rate.

17. In the employment sector, the formulation and implementation of programme activities were deferred because of the nearly total lack of national counterpart personnel within the Office of the Secretary of State for Employment, an essential prerequisite for any form of assistance.

18. In the health sector, discussions held between the Ministry of Health and the World Health Organization (WHO) had led to the identification of what was needed in terms of training of health workers and administrators. Those needs would be covered by the training component of the "Programme Support" project, which was expected to go into operation in the coming weeks.

19. In keeping with the ideas of the Joint Consultative Group on Policy, the meeting placed under this subprogramme actions involving consultation and coordination with other agencies of the United Nations system (such as WFP, the United Nations Population Fund (UNFPA), WHO, the United Nations Children's Fund (UNICEF) and the International Fund for Agricultural Development (IFAD)) concerning such issues as child malnutrition, acquired immunodeficiency syndrome (AIDS), family planning, women, vulnerable groups, and similar themes. The aim of these initiatives was to present the Government with multisectoral proposals for improving living conditions and promoting human development. This led to: (a) formulation of a project co-financed by UNDP and UNFPA, in support of the advancement of women following the recommendations of the first workshop on women organized by the Government in January 1993 with UNDP support; (b) evaluation of the first phase of the national strategic plan to combat AIDS and preparation of the second phase; (c) the national public health conference; and (d) a study on vulnerable groups with a view to developing a programme of income-generating activities.

20. In concluding its consideration of this subprogramme, the meeting dwelt at length upon the substantial contribution of UNFPA. It noted with particular interest the important role played by UNFPA in strengthening national capacity within the Government, in analysing and publishing the data from the 1990 census and in developing a national population strategy.

21. With regard to the third subprogramme, "Decentralization and popular participation", the meeting found that implementation had barely begun. It heard reports on what was being done and what was going to be done in the sector by a number of bilateral and multilateral partners of the Government. It concluded that the difficulties encountered in formulating programme assistance stemmed primarily from the lack of prior discussions with the Government to establish a definite timetable and an "entry point" for the programme in the sector. Furthermore, UNDP confirmed that in the light of the lengthy discussions at the Round Table conference in November 1992 on the complex and innovative issue that decentralization represented for Cape Verde, the problem would benefit from a sectoral consultation. This approach would make it possible to bring the interventions of the various donors into line with the country's own strategies and priorities on the subject and would greatly facilitate the formulation of UNDP assistance.

C. Aid mobilization and coordination

22. In 1992 the Government and UNDP devoted most of their efforts to drawing up the third national development plan and to preparing for the third Round Table conference of donors. They were able to successfully complete this work thanks to the trust funds of the Governments of the Netherlands and Portugal, which jointly financed a project carried out by the Government in association with the Office of Project Support Services.

23. The third plan was approved by the National Assembly in August 1992, and the third Round Table conference took place in October and November 1992. On that occasion, the Government obtained the donor community's approval and support for the strategic choices and priorities of its national plan, as well as for some of its specific sectoral programmes (tourism, telecommunications, industrial fisheries, teaching reform, and vocational training). Moreover, most of Cape Verde's major partners welcomed the Government's proposals for more flexible aid procedures, more suited to the exigencies of the new economic conditions. During the Round Table conference, most donors showed great interest in such areas as women in development, the environment, aid coordination and decentralization. As a follow-up to the discussions of this conference, the first workshop on women was organized at the beginning of 1993, and the Government plans to take advantage of the opportunities presented in 1994 by follow-up meetings expressly recommended by the Round Table conference (i.e., consultations on the Public Investment Programme (PIP) and the mid-term review of the national plan) to organize discussions of other questions with its partners.

24. It was noted at the meeting that the National Technical Cooperation Assessment and Programmes process, which began in 1989 with basic sectoral analyses, has been considerably delayed. The energy generated by the preparation of technical documentation for the Round Table conference was not turned to good account to revive the exercise. The Office of the Secretary of State for Foreign Affairs and International Cooperation has not yet done anything beyond taking steps to establish a data bank. This can be ascribed to two fundamental causes. In the view of the Government, the process and the "standard" format proposed by UNDP for carrying out the exercise are not easily

applied to the Cape Verdean administration's capacities, structure and manner of functioning. UNDP, on the other hand, feels that it is ineffective participation of the other governmental organs concerned, notably the Planning Service, that has slowed the process. Nevertheless, the two parties have clearly confirmed their interest in the exercise and have agreed to take all measures necessary to revive it.

25. The meeting then turned to the question of the country strategy note, which it considered an essential coordination tool for the Government. It noted that initial contacts had been established between UNDP and the Government when the core documentation was handed over. The two parties agreed to quickly begin discussions, with the goal of establishing a methodology and a work schedule in conjunction with the United Nations agencies concerned, that should lead to formulation of the note around the middle of 1994.

D. Methods of executing the programme

26. The meeting noted that, in conformity with the directives of the Governing Council and with the recommendations of the mid-term evaluation of the third programme in 1988, the fourth programme had significantly encouraged national execution. From 1992 to 1993, the number of nationally executed projects increased from 6 to 13. These projects are being executed by the Government, which is making use of all available forms of expertise, including officials in the public and para-public sectors, individual consultants, and private research organizations, for the technical operations.

27. Having examined various reports on government-executed projects, the meeting underscored the good results already obtained from the technical point of view. It also noted certain inadequacies in the area of administrative and financial management. According to the meeting, these shortcomings arise from the fact that national project managers, who, to begin with are unfamiliar with UNDP's relatively onerous procedures, are generally responsible for several projects at the same time, and it is therefore materially impossible for them to perform their administrative tasks properly.

28. Moreover, UNDP (thanks above all to Development Support Services funds), along with the agencies of the United Nations that still directly execute certain projects, are increasingly calling on local expertise. These national consultants are supported from time to time by international experts, who come to supervise the preparation of technical studies, or who conduct seminars or workshops organized for the national project staff. This is a very effective approach for strengthening national capacities.

29. Generally speaking, other methods of technical cooperation were very little utilized during the first phase of the programme. The formula of technical cooperation among developing countries (TCDC) was utilized twice, once in support of the "popular participation" segment of the national forestry plan, formulated by the Government in cooperation with FAO, and the second time in order to participate in a government programme of cooperation with the Government of China in the area of artisanal training.

30. With regard to the United Nations Volunteers (UNV), there are currently five specialists assigned to the sectors of health, community development, planning and education. Through the programme support project recently put in place, the programme will gain the services of three more specialists in health (the struggle against AIDS), education and popular participation.

31. In general, the utilization of these diverse formulas of technical cooperation, including recourse to non-governmental organizations (NGOs), will increase with the initiation of the programme support project and the local-participation activities of the third subprogramme.

32. The programme has yet to make use of the technical cooperation formula known as Transfer of Knowledge Through Expatriate Nationals (TOKTEN). Government ministries and agencies and diplomatic missions abroad will soon begin to take inventory of programme needs and potential candidates.

33. The programme has not yet put into practice the new agency support-cost arrangements. This will be done very soon with the initiation of the education project, the first project conceived under the new format, the participation of the United Nations Educational, Scientific and Cultural Organization (UNESCO) which is involved in these new arrangements.

E. Financial resources of the programme

34. On the basis of the financial information furnished by UNDP (see Annex), the meeting noted the limited character of IPF resources, which were as follows on 1 October 1993: IPF resources (including cost-sharing) amounted to $4,958,000, of which $3,065,654 has already been approved, leaving a programmable balance of $1,893,000. Of the other funds under the authority of the Administrator, around $3 million remain to be programmed for UNCDF (Santiago water project), and close to $2 million for UNSO (S. João Baptista Valley and "strategic staff" projects). Around $2 million are still available from UNFPA (women and development and family-life education, among others).

35. The anticipated budget for pipeline projects amounts to $3,460,000, which translates into a deficit of more than $1.5 million if all the projects initially included in the list annexed to the programme are approved.

36. The meeting took note of the "trust funds" from the Governments of the Netherlands and Portugal which were used to prepare the third plan and the third Round Table conference, and of the cost-sharing by the Government of Canada, which had been used to organize the first national workshop on women. The meeting also took note of the funds from the Special Programme Resources/ Management Development Programme, from certain regional projects, and contributions from UNSO, UNCDF, and UNFPA.

III. OPERATIONAL ISSUES

37. During its examination of the various aspects of the programme, the meeting identified and analysed four factors that seem to have caused the difficulties encountered in the execution of the programme.

38. In the first place, a relatively high staff turnover rate, especially at the level of economic and technical agencies of the central administration, has weakened the representation of national counterpart personnel in certain production sector projects, and has to some extent diminished the impact of these projects on the strengthening of national capacities. For this reason, it has not been possible to properly execute the training element of certain projects. This turnover is due in large part to the emergence of the private sector and of a dynamic para-public sector (independently managed institutes), with which the public administration cannot yet compete as far as salaries are concerned. The completion of the administrative reform and modernization now under way should help to solve this problem.

39. Secondly, in the absence of any direct and systematic dialogue with the ministries and other technical organs of the Government, there is a danger that the programme will fall outside the spheres in which economic and social policy decisions are taken in Cape Verde. A local project and programme appraisal committee, with expanded responsibilities and effective participation of government technical personnel should promote this dialogue which is so indispensable to the relevance of the programme.

40. Thirdly, the extremely limited financial resources of the programme, especially after the freeze of 25 per cent of IPF resources, have made it difficult to choose which projects to prioritize, and have considerably limited the flexibility of projects in progress; several have had parts of their activities eliminated or postponed. The abandonment of individual projects in favour of programmes integrating several activities, and the mobilization and rational allocation of other UNDP-administered funds should do much to ease the IPF shortfalls.

41. Finally, because of their multiple responsibilities and lack of familiarity with relatively complex procedures, national project managers of government-executed projects have some difficulty in performing their administrative and accounting tasks properly. The installation of an accounting unit to handle all government-executed projects, the organization of training activities and the computerization of bookkeeping will contribute to strengthen national project-management capacities.

IV. DECISIONS AND RECOMMENDATIONS OF THE MEETING

42. After having examined and discussed all the items on the agenda, and having taken account of the constraints identified, the priorities reconfirmed by the Government and the new definition of the UNDP mandate, principles and methods of intervention, the meeting arrived at the following decisions and recommendations, which affect all aspects of the programme.

A. On programme relevance

43. From the outset, UNDP recalled the guiding principles of the programme approach, essentially founded on the Government's taking over the exercise and on its commitment to implement the programme using alternative programme support mechanisms. UNDP then proposed that this approach be envisaged for the rest of the programme, and more particularly the third subprogramme, which is still practically untouched. Increased and systematic dialogue with government ministries and technical agencies would have greatly facilitated the development of the programme, which would have more closely mirrored government priorities. Among other alternatives, a local project and programme appraisal committee, with expanded responsibilities and the effective participation of technical personnel from the Government, should promote this dialogue which is so indispensable to the relevance of the programme.

44. Reacting to this proposal, the Government confirmed its interest in such an approach, but felt itself to be insufficiently prepared as yet to successfully undertake it. In the Government's view, application of the programme approach to the remainder of the programme might take up all its energies and slow the momentum of programme implementation.

45. The meeting agreed that, under these conditions, it would be necessary for the time being to strengthen the internal coherence of the subprogrammes by making them conform more closely to government priorities, and by improving the integration of all available funds. The meeting therefore decided to avoid proliferation of individual projects and to focus instead on coherent, well-articulated, efficient and less costly activities for the remainder of the programme.

46. Moreover, the meeting recommended that UNDP assist the Government in the organization of information and training activities for national personnel, to better familiarize them with the concept and mechanism of the programme approach which would have to be tailored to the special conditions of Cape Verde. These training activities (seminars, workshops, study trips) will be organized in 1995, i.e. at the time of the preparation of the fifth cycle.

B. On programme execution and management

47. First, having taken into consideration the increased capacities demanded of the Government by the formulation and implementation of the new approach, the meeting recommended that UNDP, in accordance with its mandate to strengthen national capacities, should assist the Government further in drawing up and formulating its development policies and programmes.

48. The meeting then decided to use government international cooperation mechanisms to the best advantage in order to:

(a) Improve programme implementation by systematizing and strengthening communication with all government technical agencies, with a view eventually to drawing up coherent programmes that conformed fully to government priorities and objectives; in other words, synergetic programmes designed to achieve greater

effectiveness and impact. In order to facilitate their evaluation these programmes will have easily measurable performance indicators;

(b) Ensure substantial management and efficient follow-up of the programme, by establishing a programme steering committee composed of the Ministry of Foreign Affairs (International Cooperation Service) and the UNDP office, with the participation of the Ministry of Economic Coordination (Planning Service). The committee will meet at least once every two months;

(c) Similarly, to ensure better programme quality and its take-over by the Government, by expanding and strengthening the local project and programme appraisal committee. Its mandate will not be limited to project review, but will be expanded to all questions of importance for the programme. The participation of national staff in the committee's work is essential; the conditions of this participation will be jointly defined by the Government and UNDP.

49. After these general decisions and recommendations, the meeting defined the guidelines for each subprogramme. The two parties will confer later on the practical implementation of these guidelines.

50. First subprogramme: The meeting decided to:

(a) Pursue administrative and financial management reform activities with funds from the Special Programme Resources/Management Development Programme and, if possible, to augment them with a contribution from the African Capacity Building Foundation (ACBF);

(b) Terminate in 1994, as planned, the projects directly supporting production sectors (industry, commerce, tourism), and strengthen the actions already completed in the context of a programme of action which, in the framework of support for economic reform, would have as its essential goal the strengthening of national capacity for planning and management of macroeconomic and sectoral policies and programmes and long-term perspectives.

51. Second subprogramme: Discussions will be resumed with the Office of the Secretary of State for Employment on the formulation and implementation of a project to strengthen this department's capacities, with a view towards enabling it to ensure coordination in the area of employment and vocational training.

52. Third subprogramme: Discussions with the Government will be organized to see in what measure the programme could contribute to the establishment of a national decentralization policy, which could be the object of a sectoral consultation. At the same time, a coherent programme of action for local participation and revenue-generating activities, especially for women and the most vulnerable groups, will be formulated. This programme will integrate the UNCDF contribution in respect of water supply. The meeting recommends that this UNCDF project be approved as rapidly as possible. In the same way, the "Secondary Centres" project, to which the Government attaches great importance for its policy of balanced regional development, should be taken into consideration as soon as the financial condition of UNCDF permits.

53. Fourth subprogramme: The UNSO "Strategic staff" project will be put into action to support the preparation of the national environmental and sectoral consultation plan of June 1994. UNDP/UNSO activities in this subprogramme will be conducted in concert with the World Bank and FAO.

C. On methods of programme execution

54. The meeting decided, where government-executed projects were concerned, to strengthen the Government's capacity in the area of administrative and financial management. Effect will be given to this decision by recruiting a national accountant through the programme support project and at the same time organizing seminars on national execution procedures for national managers. These seminars could take place during the first half of 1994.

D. On aid mobilization and coordination

55. The meeting recalled the recommendations of the third Round Table conference and recommended that UNDP increase its aid to strengthen the round-table process. A sectoral consultation on PIP and poverty, a consultation on the environment and a round-table conference for the mid-term review of the third national development plan are scheduled for 1994. The Government is examining the possibility of taking advantage of the latter to organize parallel discussions with its partners on the subject of decentralization.

56. Furthermore, efforts at the national level for harmonization and coordination with other United Nations agencies will be enhanced (particularly under the country strategy note) and, if possible, extended to other multilateral and bilateral cooperation efforts under way in Cape Verde.

57. The NATCAP exercise will be transferred to the Planning Service and upgraded pending its incorporation, probably in 1994, into PIP which offers an ideal framework for coordinating assistance. A mission of the Bureau's Division IV will be sent to Cape Verde at the beginning of 1994 to discuss the methodology and timetable for reviving this exercise. In the meantime, the database will have been definitely established at the Office of the Secretary of State for Foreign Affairs and International Cooperation.

58. With regard to the country strategy note, the meeting recommended that the Government and United Nations agencies involved in the exercise initiate discussions in the first weeks of 1994 to determine the methodological approach and work schedule. The meeting concluded that it would be reasonable to expect that the Note would be finalized by mid-1994.

E. On financial resources

59. The meeting decided that remaining available IPF resources would be used to finance, first and foremost, activities aimed at strengthening or implementing the subprogrammes set forth in paragraphs 50, 51 and 52 above.

60. It has become evident that, despite efforts to narrow the focus of activities, IPF resources will not be sufficient to meet all those needs. It will be necessary to utilize, in a concerted and efficient way, special programme resources and other funds under the authority of the UNDP Administrator. In this regard, the Government has asked to be fully informed of the criteria used and mechanisms whereby these funds are awarded so that it may participate effectively in the mobilization effort.

61. Moreover, the meeting concluded that the programme should develop a real strategy for mobilizing funds through cost-sharing with donors. This strategy will be founded on transparency, participation in the identification and initiation process and on the quality of the proposed programmes.

V. PLAN OF ACTION

62. The indicative plan of action for the implementation of decisions and recommendations of the mid-term review of the fourth programme for Cape Verde appears below.

INDICATIVE PLAN OF ACTION FOR THE IMPLEMENTATION OF DECISIONS AND RECOMMENDATIONS OF THE MID-TERM REVIEW OF THE FOURTH PROGRAMME FOR CAPE VERDE (1992-1996)

AREA	TYPE OF ACTION	PERIOD	COSTS AND FUNDS IN DOLLARS	EXECUTING AGENCY
I. Economic management subprogramme	Formulation and approval of a programme of activities to enhance capacities for economic restructuring	December 1993 to March 1994	800,000: IPF = 300,000 SPR/ACBF = 500,000	UNDP/Cape Verde in consultation with MAE/DGCI and Planning Service and RBA/Div. IV technical support
II. Human resources subprogramme	Formulation and approval of a programme of assistance to the Office of the Secretary of State for Employment	January to May 1994	IPF = 250,000	UNDP/Cape Verde Secretary of State for Employment. ILO technical support
III. Decentralization and local participation subprogramme	(a) Participation in the National Decentralization Plan	February to June 1994	3,650,000: SPR = 50,000	UNDP/Cape Verde and Secretary of State for Internal Administration.
	(b) Approval of UNCDF hydraulic project	February 1994	UNCDF = 3,000,000	Support from RBA/Div. IV and BPPE, UNCDF/ New York and ILO (TSS-1)
	(c) Formulation-approval of a programme of activities	March to July 1994	IPF = 600,000	

AREA	TYPE OF ACTION	PERIOD	COSTS AND FUNDS IN DOLLARS	EXECUTING AGENCY
IV. Environment and natural resources subprogramme	Launching of UNSO project activities (strategic staff) and preparations for sectoral consultation on the environment	January to June 1994	UNSO = 600,000	UNDP/Cape Verde with UNSO/ New York support
V. National execution	(a) Appoint a national accountant	February 1994	IPF/Project CVI/93/002 (Programme support)	UNDP/Cape Verde with RBA/Div. IV and BPPE support
	(b) Organize seminars for national managerial staff and UNDP office	March-April 1994		
VI. Assistance coordination	(a) Round Table	December 1993 to late March 1994	175,000	Planning Service with UNDP, World Bank and OPS support
	- Preparation/ organization of consultation on PIP and poverty		Portuguese trust funds = 25,000 SPR = 25,000	
	- Preparation/ organization of consultation on the environment	January to late June 1994	SPR = 25,000	Planning Service, MPAAR and MIT with support from UNDP, UNSO and FAO MAE/DGCI and Planning Service
	- Round Table for mid-term review of the third NDP and decentralization	March to November 1994	SPR = 100,000	
	(b) NATCAP UNDP mission to Cape Verde to discuss conditions for reviving the exercise	February 1994	RAF/89/B42 (NATCAP)	RBA/Div. IV and Planning Service
	(c) Strategy Note			UNDP/Cape Verde and MAE/DGCI in consultation with UNICEF, FAO, WFP, WHO and UNFPA
	- Distribution of core documents to the Government and agencies	December 1993		
	- Discussions on methodology and timetable	Mid-term 1994		
	- Preparation and finalization of the Note	February to July 1994	DSS = 5,000	
VII. Programme approach	Seminars/workshops for national directors	Early 1995	IPF/Project CVI/93/002 (Programme support)	RBA/Div. IV and BPPE

VI. GENERAL RECOMMENDATIONS

63. The meeting ended with a discussion of the urgent need to successfully establish a quality programme. In that regard, it assessed the importance of the role that the local project and programme appraisal committee could play in promoting dialogue and coordination.

64. Given the fact that the Committee's current structure no longer meets the demands of the changing programme, the meeting recommended that it be revised so as to take into account fundamental elements such as the programme approach, national execution, the principle of government takeover of the programme and the increased responsibility of local offices for programme quality.

65. The meeting concluded that the Committee's mandate should not be confined to the appraisal of projects and programmes but should cover all issues of interest to the programme. The new mandate would allow for effective participation by the Government to enable the resident representative to fully exercise the authority extended to him by the Administrator of UNDP.

Annex

FINANCIAL SUMMARY

I. RESOURCES

A. Resources available for country programme period

	$	$
IPF		4 558 000 a/
Estimated cost-sharing		400 000
Joint programme funding		-
Total		4 958 000 a/

B. Commitments

Approved programme/project budgets b/

Approved and allocated IPF	2 725 000	
Approved and unallocated IPF	-	
		2 725 000
Approved and allocated cost-sharing	340 000	
Approved and unallocated cost-sharing	-	
		340 000

Pipeline programme/projects

IPF	3 460 000	
Cost-sharing	60 000	
Total		3 520 000

C. Balance of resources available for further programming

IPF	(1 627 000)
Cost-sharing	-
Balance of resources available	(1 627 000) c/

a/ Compared to the $7,800 million originally anticipated for the fourth country programme; the reduction results from the 75 per cent IPF programming limitation.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau PAC for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/ unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(per thousand dollars)

Area of concentration	IPF		Cost-sharing		Total		Total in percentage	
	(P) a/	(A) b/	(P)	(A)	(P)	(A)	(P)	(A)
Management cont.	2 925	2 248	-	320	2 925	2 568	40	52
Human resource value	1 820	477	-	20	1 820	497	25	10
Decentralization	2 550	-	-	-	2 550	-	35	-
Resources not programmed	-	1 833	-	60	-	1 893	-	38
TOTAL	7 295	4 558	-	400	7 295	4 958	100	100

a/ Based on the tentative allocations made at the time of CP-IV approval. Projects carried over from CP-III are not included.

b/ The actual allocation relates only to projects/programmes approved CP-IV.

III. ESTIMATED ADDITIONAL RESOURCES FROM OTHER SOURCES

		At programme inception	At mid-term review
(A)	Funds administered by UNDP	7 800	5 097
(B)	Other United Nations resources (UNFPA)	3 100	2 000
(C)	Non-United Nations resources (Swedish International Development Authority)	-	778
Total		10 900	7 875